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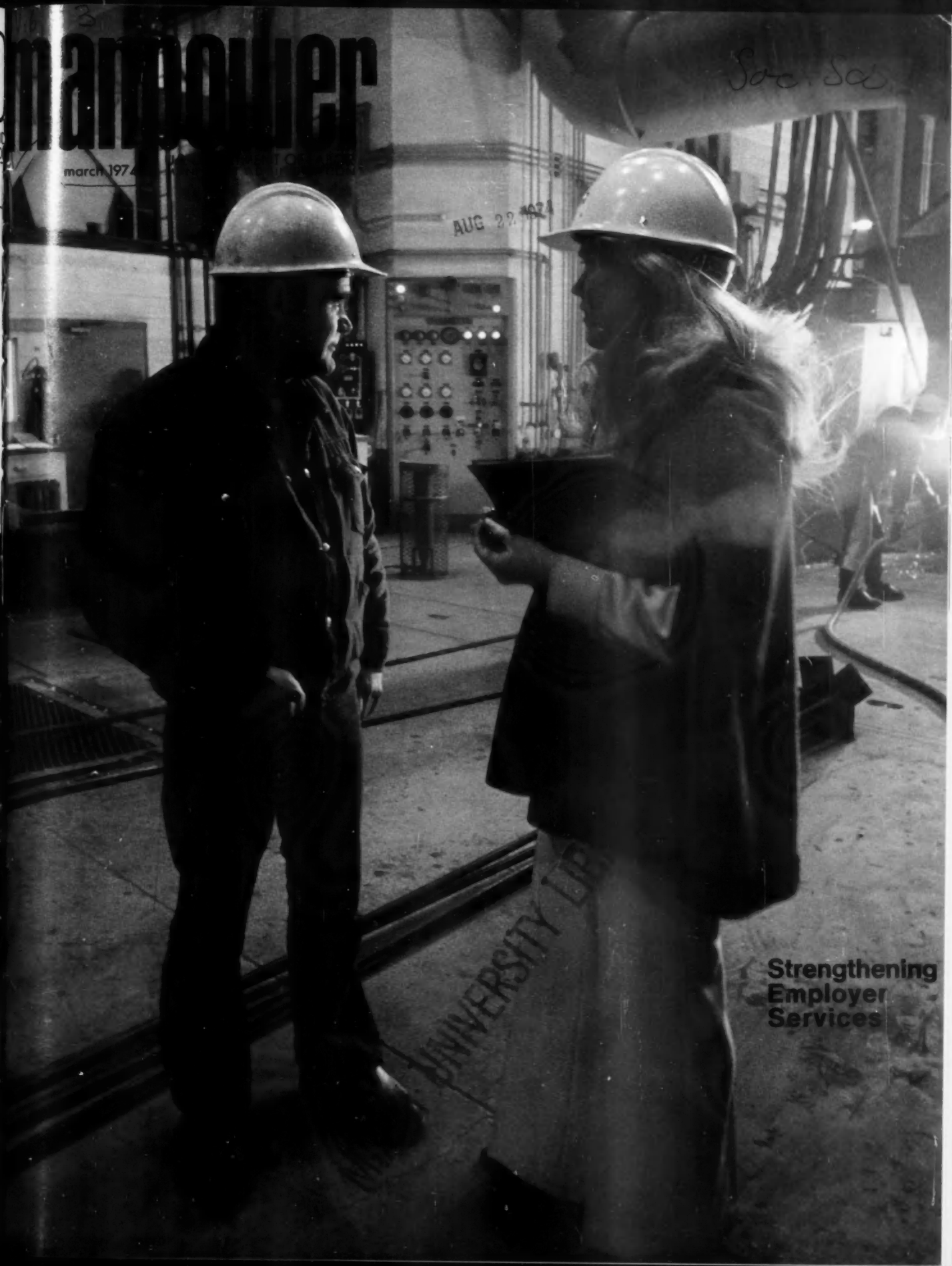

Strengthening Employer Services

manpower
volume 6 number 3
U.S. DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

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. . . *"the needs of students transcend racial lines. Many whites in Newark are not adequately educated."*—Page 17

" . . . The employer groups ultimately concluded that the local employment service offices have been given so many priorities that in fact there are no priorities."—Page 4

You're in the middle. Unless you resolve this conflict, you will be spending your training money to prepare people either for work they can't get or for dead-end jobs they won't keep. What do you do?—Page 11

Rather than operate manpower programs project by project through separate sponsors, as has been the case, the Secretary of Labor now will make block grants to about 500 local and State prime sponsors who will plan and operate manpower programs to meet local needs.—Page 23

". . . the majority of respondents felt that the available supply of qualified EPC (environmental pollution control) personnel was adequate for their projected needs. . . ."—Page 29

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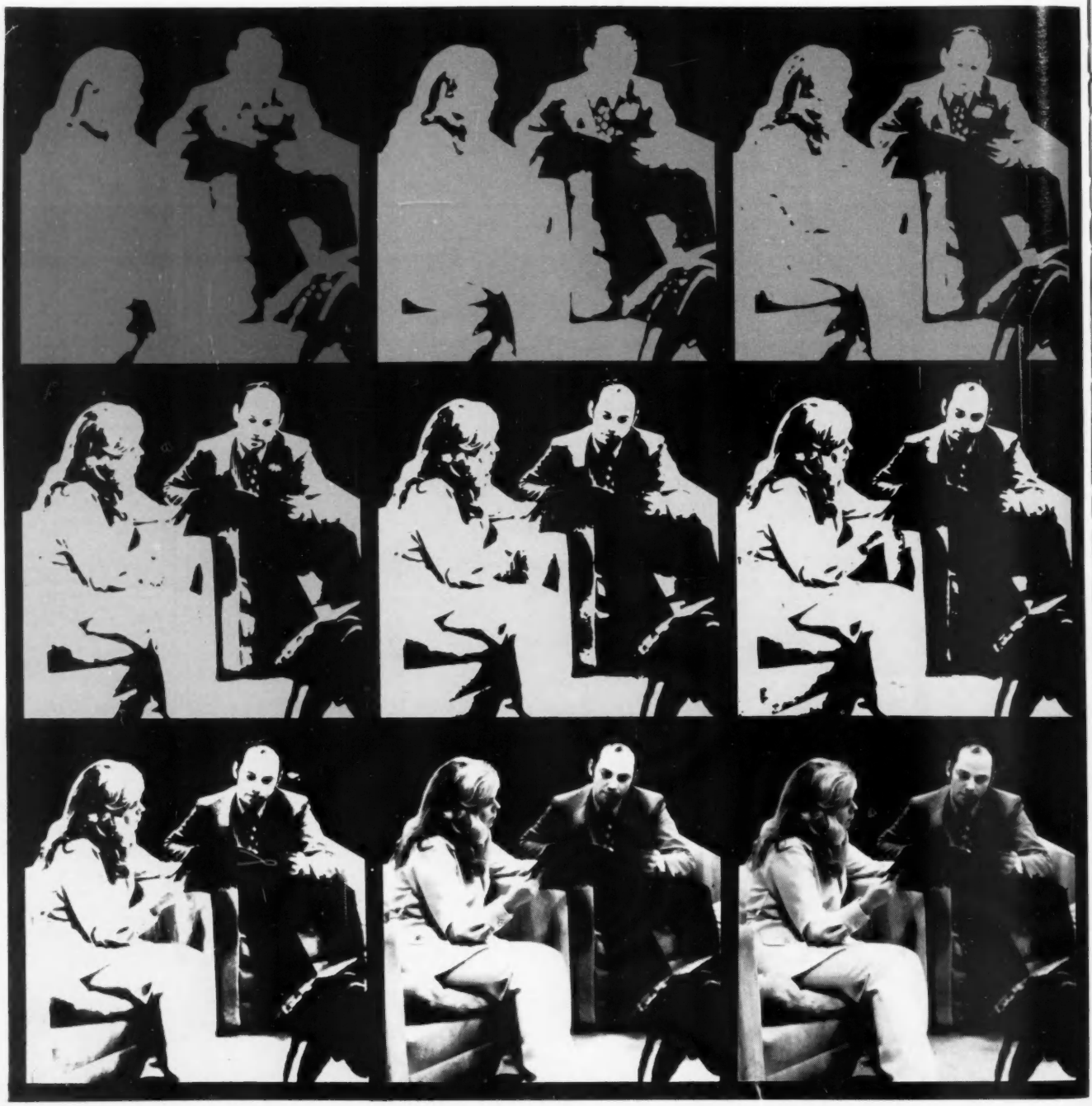
Strengthening Employer Services

Employment Service Tests Variety of Ways To Boost Placements and Job Listings



For years, many employers and state employment services have been complaining about each other.

These employers say: You don't respond quickly enough when we need workers. You don't screen applicants well enough. Instead of qualified workers you send us the poorly trained and poorly educated. You call on us for listings but you certainly don't give us much in the way of services.

The employment service says: We supply you with good workers and services, when you let us. You don't give us your good job listings. We get the low-paying job openings that nobody else wants. You don't give the disadvantaged a break, and you know we are required to give them special attention in referral to jobs and training. It's our mission to serve all jobseekers including the handicapped and the disadvantaged.

Now, for a variety of reasons, some employers and some local employment service officers have ceased their mutual recriminations and are sitting down together to work out their common problems. The employment service wants and needs more good job listings. Many employers are coming around to the view that the employment service can help them meet their manpower needs and carry out affirmative action plans to hire more minorities, veterans, the handicapped, and women. The result is that many employers are for the first time showing a genuine interest in how the system can better serve them and the jobseeker, including the disadvantaged, and the employment service is giving more attention to employer needs.

What triggered this cooperation was an alarming slippage of job placements and job listings by the employment service. Nonagricultural placements plummeted from a high water mark of 6.6 million in 1963 to 3.3 million in 1971. During the same period nonagricultural job listings dropped from 8.2 million to 6 million.

The downswing corresponded with a major shift in the mission of the employment service (ES). For most of its history, the ES, funded by the Federal Government through a tax on employers but operated by the States, was concerned mainly with administering unemployment insurance and with placing qualified applicants in jobs.

But with passage of the Manpower Development and Training Act of 1962 and the Economic Opportunity Act of 1964, the ES was charged with a new set of responsibilities. Chief among these was employability development—helping prepare the disadvantaged for, and placing them in, jobs. Employers balked at this because the disadvantaged—largely minorities—often lacked education and job experience.

Job Listings Declined

As the ES devoted more time to the disadvantaged, the number of job openings received from employers declined. Many employers and qualified applicants began seeking help elsewhere. The caliber of jobs and of some clients offered by the ES dropped along with the numbers.

The Manpower Administration sought to remedy this situation in 1971 with two measures. In the spring, the States were asked for a more balanced effort. They were urged, without neglecting the disadvantaged and without additional personnel, to increase job placements for all clients by contacting more employers more often and getting more job listings. This could be done, according to the Manpower Administration, by more efficient operations and better deployment of professionals.

A second measure was the Executive order requiring all employers doing business amounting to at least $2,500 a year with the Federal Government to list their job openings with the State employment service. This measure, called mandatory listings, was designed primarily to help returning Vietnam veterans, but the openings would be available to all ES clients if qualified and interested veterans were not available locally.

Mandates, however, do not always assure effective action. This was particularly true during the sixties and early seventies when a bewildering variety of priority assignments was dumped upon the State agencies as a result of the Nation's anxiety to meet the rising job expectations of minorities, the disadvantaged, and women.

To improve employer relations and increase job listings and placements, a plan of action was needed. One possibility was the Comprehensive Manpower Offices (COMO) project, an experimental program installed in 10 cities and one rural area in 1970 (see *Remodeling the Employment Service*, MANPOWER, July 1972.) Under COMO, local ES offices are reorganized to offer three levels of service to applicants, based on need. Job-ready applicants may serve themselves, using Job Bank listings and other labor market information, freeing ES personnel to devote more time to disadvantaged applicants and to employer services.

But in 1971, COMO had not yet proved itself, and the Manpower Administration, unwilling to put all its eggs in one basket, was looking for alternate designs that might prove effective in serving employers and improving listings and placements. Furthermore, COMO was designed in-

Employer Services

Account executive John Ford (second from right) and interviewer Margaret Wicklund (right) of the St. Paul, Minn., employment service office visit the local Montgomery Ward store where sales clerk Nita Andrea and retail personnel manager Keith Hedlund explain what clerks are required to know about the merchandise they sell. Two recent reports stress that first-hand knowledge of employer operations and personnel needs is vital to employment service efforts to increase job listings and placements.

Employment service offices should be attractive, comfortable, and have free parking, according to the NEC report. The main office in Salt Lake City meets those requirements. The interior includes a well-furnished waiting room and a display area where job openings are posted.

house, by the Manpower Administration itself, with no direct employer input.

When businessmen in 1971 came to the Manpower Administration to question the inability of the ES to handle the heavier volume of business mandatory listings would generate they were challenged to come up with ideas as to how the ES could serve employers better. Accordingly a National Committee for the Improvement of State Employment Services was appointed with members from Chicago, Detroit, Houston, New York, Philadelphia, and St. Paul. Called the National Employers' Committee (NEC), it included top executives from Sears, National Bank of Detroit, Humble Oil, 3–M, American Telephone & Telegraph, General Electric, and Mobil Oil. The chairman was Laurence L. Vickery, director of employment practices for General Motors.

These executives were asked to "lay out an agenda and timetable for an intensive review and analysis of what the Department of Labor can do to improve the quality and relevance of employment service performance to employers." To carry out this mission, the business executives recruited local committees in each city composed of representatives of small, medium, and large employers to examine and report on their local employment services.

Field work took place in the first 6 months of 1972 and resulted in a report that went far beyond improving services to employers. The NEC report calls for major changes in the employment service and a turnaround in methods of establishing policies and priorities.

The committees found confusion at the local level. The Department of Labor and four other Federal agencies were funding dozens of manpower programs growing out of a dozen separate pieces of Federal legislation. "The employer committees were astonished by the number of basic problems and the bewildering avalanche of manpower programs the local offices of the employment service are trying to cope with," the NEC report says. "One city reported that its local office has a role in 79 programs. . . . The employer groups ultimately concluded that the local employment service offices have been given so many priorities that in fact there are no priorities."

Local offices were confronted with such difficult questions as to how to give veterans preference and also give priority to the disadvantaged, whether they should act as placement agencies or deliver manpower services, and whether they should cater primarily to employer needs or act primarily as advocacy agencies for the poor.

Employers and qualified applicants avoid the ES for a variety of reasons, the report says, including disenchantment with the quality of the jobseekers it refers, with its administrative procedures, and with the location and looks of local offices.

To solve these problems, the NEC calls for reorganization of the local ES into three operating divisions: A Job Placement Service, an Unemployment Insurance Claimant Service, and an Applicant Service. Each would be physically and administratively separate, but all would be under the general supervision of a metropolitan area supervisor.

These metro supervisors should, "as far as possible under the law," help put together new programs developed at the Federal level, the report says. And they should be consulted—along with other local and State employment service officials—about the local office's ability to administer new policies and programs before they are adopted.

"The Job Placement Service would handle applicants who are occupationally qualified and job-ready," the report says. "The conscious, primary policy goal of the Job Placement Service . . . must be to meet employer needs effectively on the broadest possible base by attracting and supplying applicants suited to those needs in a timely fashion." The Job Placement Service would collect and distribute to employers, workers, and to the Applicant Service a wide variety of local, regional, and statewide manpower and labor market information. It also would help employers validate preemployment tests to assure that they do not discriminate against minorities and find ways to help them meet Federal requirements to hire women and minorities.

Suburban Offices Urged

The employment service's poor image among employers and qualified jobseekers is reinforced by the "austere, institutional appearance" of many local offices and by their location in rundown center city areas where traffic and parking problems prevail, the report contends. Noting that many skilled applicants live in the suburbs and "many employers have their major facilities or branch offices located there," the report calls for establishment of additional offices in suburban areas.

To publicize the new Job Placement Service, the NEC report proposes a "widespread public relations program." Advertising and promotion in all media would inform employers as well as jobseekers of the new direction of the employment service. Such campaigns also would promote the applicant and unemployment insurance divisions as supplementary, but separate, services.

Under the proposed Job Placement Service, the role of employer services representatives—the ES employees primarily responsible for soliciting job orders—would be strengthened. The report says these representatives should be trained in business administration, labor economics, and similar subjects, should visit employers on a regular basis, and should provide services that "go beyond the amenities of traditional field work and into the area of solid suggestion for improvement of employer manpower systems."

To overcome the depersonalization of service wrought by the Job Bank and its reliance on computers, the report suggests the use of "account executives." Each employer would have a Placement Service account executive who would handle job orders and applicant referrals. The account executive would be given 48 hours to fill an employer's openings before being required to list them in the Job Bank, where they are available to all applicants.

The Applicant Service's major task would be to prepare the disadvantaged

Employer Services

The institutional look is now conspicuously missing from employment service offices in Tacoma and Lakewood, Wash. Job seekers awaiting an interview in Tacoma (below) can browse through literature on career choices and job finding or relax with popular magazines. The paintings on the walls, which are rotated periodically, are the work of local artists. The Lakewood Job Information Center (right), formerly a grocery store, was renovated and decorated by the employees themselves with volunteer help from employment service clients. Parking out front is free and the walls here also feature paintings by local artists.

for jobs through training and supportive services. To accomplish this, the report suggests that all federally funded manpower programs be put under the direction of the Department of Labor and that these should be consolidated in the Applicant Service. Satellite offices in poverty areas would give the disadvantaged easy access to the Applicant Service.

The report has few suggestions for changes in the Unemployment Insurance Service, which it says generally "is doing the job it is supposed to do." But the report noted that employers were emphatic in wanting substantial changes in some State unemployment insurance laws. They do not want unemployment insurance money used to finance training programs and they want unemployment benefit claimants placed in jobs as quickly as possible to reduce costs, which fall on employers.

The NEC also recommends coordination of all manpower programs by the Secretary of Labor and establishment of permanent employer committees in major cities to help improve employment service operations.

Manpower Administration officials see some obvious limitations in the NEC report. Assigning account executives to employers, for example, would require an army of new hires to serve a large city's thousands of employers. And permitting account executives to hold a job order 48 hours before putting it into the Job Bank smacks too much of "pocketing" job orders to reserve them for favored applicants, a now-discredited practice that often deprived minorities of a chance at good jobs.

The Manpower Administration believes, however, that these matters can be resolved. For instance, although

account executives may not always be practicable, the basic intent of the NEC recommendation, which is to fix responsibility for continuing service to individual employers, makes good sense. Thus many of the NEC recommendations—with some variation in specifics—are being put into effect on an experimental basis in the six cities studied. It is hoped that full implementation of the new system will be underway in all the cities by June.

In two areas, public communications and improvement in appearance and location of local offices, the Manpower Administration is going beyond the six cities. A Local Office Remodeling and Dispersion Project will be carried out in San Antonio, Cleveland, Columbus, Cincinnati, and several locations in West Virginia, as well as all the NEC cities except New York. The basic idea is not to close all present downtown offices, but perhaps to scale them down in size and transfer some staff to new offices in outlying areas, offering the full range of ES services. New offices located in suburban shopping centers may be kept open longer hours to conform with store hours.

The project has some models to go by. Dallas, on its own, in 1972 closed two of its three downtown offices and opened five suburban offices without additional staff. The result has been an increase in job orders and placements. Houston closed one of its two downtown offices, trimmed the size of its second, and is opening full-service offices in four suburban areas, which it hopes to keep open from 8 a.m. to 9 p.m. and on Saturday mornings.

The Manpower Administration has allocated about $1.6 million to the Remodeling and Dispersion Project—most of it to go to the States for facilities and equipment—and has contracted with an architectural design firm to come up with model office layouts and to help install them in two locations.

To improve public communications, the Manpower Administration has launched a nationwide Employer Services and Job Development Public Communications Project. It is modeled on a project put together by the Virginia Employment Commission (VEC) in 1971 (see *Telling the Employment Service Story*, MANPOWER, April 1973) and funded the following year by the Manpower Administration on an experimental basis. Adapting the techniques of modern business, the VEC used newspaper and television ads to promote its services, including the Job Bank and a new employers' Hot Line described as "your direct link to a commission officer with the experience and authority to take action right away on your specific manpower problem."

The ads were backed up by seminars for employers, appearances of State and local employment service officials on talk shows and news programs, upgrading of publications, and use of direct mail.

Job openings and placements rose sharply. In Richmond, for instance, the staff declined 15 percent while placements increased 35 percent in January 1973 compared with January 1972. The Manpower Administration this year will bring a similar project to 15 more States.

In addition to the NEC, Greenleigh Associates, a private consulting firm specializing in government programs, also has been scrutinizing the employment service. Greenleigh last June completed a 2-year research and demonstration project to develop and test solutions for problems in employment service operations in eight local offices—four each in Pennsylvania and Illinois. Called the Employer Services Improvement Project, it operated in communities ranging in size from Chicago to a small, agricultural locality having a single ES office with limited staff resources.

Greenleigh, with the cooperation of community employers and local ES task forces, was able to introduce improvements that led to significant increases in listings and job placements in every community except one, which was stricken by a flood during the demonstration period.

Out of its experiences on the firing

Employer Services

line, Greenleigh issued a final report bearing remarkable similaries to the NEC report in its observations on the need for clarifying priorities, for better matching of applicants to jobs, more aggressive publicity about ES services, separation of employment service and unemployment insurance functions, and for better labor market information.

Greenleigh found four elements essential for an employer services improvement project:

- A good local office manager who has the authority to go with his responsibilities. The current practice of making all employment service communications flow one way—down—restricts managers merely to following directions, rather than permitting them to seek ways to improve services, the report charges.
- A catalytic or change agent who knows the employment service and has access to all levels of the State staff. Preferably, this person should be a consultant, or an individual in the community on loan from an organization that has no vested interest in the employment service, or perhaps a management analyst from the State ES office not directly involved in local operations. The agent should not be drawn from line operations at either the local or State level. The task of the change agent is to prod the local office into taking the steps that are required to improve services.
- A broadly representative ad hoc committee of 20 to 25 employers responsible for defining the problems and supporting constructive change, both within the system and externally. Committee members should be recruited by a prestigious local business group, such as the chamber of commerce, which agrees to act as sponsor for the project. The committee should include employers who do not use the employment service as well as those who do. Despite its designation as ad hoc, the committee can continue to serve even after a new model is in place and working.
- A task force of local ES staffers responsible for carrying out changes. These should be people whose regular jobs intimately involve them in the details of delivering services and who thus are best able to review the impact of changes on day-to-day operations. By bringing them into the planning and decisionmaking process, their potential resistance to change can be reduced. Task force members should be selected by the local office manager and the change agent. Meetings should be chaired by the change agent, with local office management usually asked to stay away so everyone can talk freely.

Like the NEC report, Greenleigh emphasizes the importance of the employer service representative and recommends the account executive approach. As envisioned by Greenleigh, the account executive would solicit job orders, identify employers' needs and assure that they get prompt service, and help employers with specific manpower problems such as high turnover rates and testing. Ideally, the Greenleigh report says, the account executive or employer services representative should be a walking encyclopedia on such matters as work force and labor market information, testing, training, job descriptions, and the services provided by other community agencies.

Findings Supported

Unlike the NEC report, the Greenleigh study does not recommend that account executives be permitted to hold job orders for 48 hours before listing them in the Job Bank. Greenleigh says employment service efficiency is enhanced if all job orders are handled by a central unit, rather than having certain staff members specialize in different kinds of jobs. Most Job Bank operations have centralized order taking.

The surest sign of a successful employer services improvement program, the report points out, is increased employer reliance on the ES.

Still another report, based on a 20-month research and demonstration project starting in 1972 in Grand Rapids, Mich., confirms and supplements the

Roberta Soran, employer services supervisor for the Tacoma, Wash., employment service, confers with John Ketter, urban affairs manager for the Weyerhaeuser Company, about his requirements for office workers at corporate headquarters in Tacoma.

Greenleigh findings. The report was based on field work done for the Manpower Administration by the Michigan Employment Security Commission and Applied Behavioral Research, Inc. of Grand Rapids. Purpose of the project was to design and test innovative methods for increasing the volume and quality of jobs listed with the employment service.

The project was strikingly successful, resulting in an increase during selected months of 1972 of 80 percent in job orders and 69 percent in placements over a comparable period in 1971 in the test city, Grand Rapids. The experiment was conducted with no increase in personnel; existing staff members were shifted to and trained for a special new Employer Services Unit.

The final report lays out a model employer services operation that is similar to Greenleigh's and makes some of the same criticisms about existing services. One significant difference is that in the Greenleigh model everyone, including employers, is in from the beginning to design improvements in local office services. In the Grand Rapids approach, the new operation is put in place first, with employers called in later as advisers.

Both approaches have their advantages and both are being tested further—in varying combinations but with greater emphasis on the Greenleigh approach—in 20 cities across the Nation. National, regional, and State personnel were trained last fall by Greenleigh to carry out these changes. In addition, the Grand Rapids model is being put into operation in cities throughout Michigan.

Partially as a result of these reports and demonstration projects, the Manpower Administration is moving ahead rapidly to strengthen compliance with the requirement that Federal contractors list their job openings with the employment service. These mandatory listings now represent only about 6 percent of all ES job openings. Coordinators have been appointed in each State agency and they are receiving on a regular basis computer printouts of all firms with Federal contracts of $2,500 or more. The Manpower Administration is helping to establish and test in Virginia a model operation to make mandatory listings effective and to make them result in new hires.

Listing Compliance Sought

Meanwhile, a project is underway to improve mandatory listing compliance by large employers whose operations cut across State lines. Last year a series of meetings was held by representatives of the Manpower Administration, American Telephone & Telegraph and affiliated telephone companies, and State employment service offices in six cities. An 11-point program applicable in all six cities was hammered out calling for closer cooperation and better communications between the ES and the employers. The Manpower Administration is moving ahead to reach other major companies in similar fashion.

To help handle the increased workloads all these projects will create, the Manpower Administration is:

- Developing a Manpower Operating Data System (MODS) to cut paperwork at the local level.
- Carrying out a Job Search Information Project to bring together extensive information regarding careers, job openings, and training opportunities, and to make it available through the local ES office for placement and counseling of jobseekers.

Both MODS and Job Search are regarded as steps toward an eventual nationwide computerized system of matching ES applicants and jobs.

The question naturally arises out of all this as to how the disadvantaged will fare. Will a renewed emphasis on employer services and placement of the job-ready hurt service to the minimally qualified—people who need some preparation before going into the job market? Not necessarily. Placements for anyone are impossible if the employment service does not have job openings. And employers are the only source of openings. A greater volume of jobs listed with the employment service should result in more placements for all clients, the fully qualified and the unskilled.

Statistics back this up. Renewed emphasis on employers and placements led to a nationwide increase of 36 percent in nonagricultural listings in fiscal 1973 over 1971 (8.1 vs. 6 million), a 47 percent increase in individuals placed (2.8 vs. 1.9 million) in nonagricultural jobs, and a 63 percent hike in disadvantaged persons placed (730,000 vs. 449,000).

It should be stressed, too, that all the changes going on now are basically experimental. What works will be retained; what does not will be discarded.

An extra spur for streamlining the employment service is the new Comprehensive Employment and Training Act signed into law by the President in December. The act provides block funding to States, cities, and other units of local general government and allows them great freedom in spending it for manpower services in their jurisdictions. The act encourages but does not require use of the employment service. Local offices will have to prove to State and local governments that they can deliver the jobs and other manpower services. □

Everything You Always Wanted to Know etc.

Handbook Advises Project Administrators, Staffs How to Deal With Operating Problem

'. . . some of the most useful and practical knowledge for manpower personnel . . . has been distilled into a single volume.'

You are running a manpower training program for your community. The better paying employers in your town have stringent hiring requirements. They say these five factors are most important in keeping people from being hired:

- Personal appearance or dress.
- Having a police record.
- Too little education.
- Not doing well on tests for jobs.
- Lack of job skills.

These employers say most of your clients—who are young, black, high school dropouts with little work experience—do not meet their requirements. But your clients argue that racial prejudice is the real reason they aren't being hired.

You're in the middle. Unless you resolve this conflict, you will be spending your training money to prepare people either for work they can't get or for dead-end jobs they won't keep. What do you do?

After 11 years of manpower programs, considerable experience with such problems has led to development of a wide body of knowledge as to how to resolve them. And some of the most useful and practical knowledge for manpower personnel who work directly with employers and the disadvantaged has been distilled into a single volume. It is called *Handbook of Information Relevant to Manpower Agencies*,[1] and was prepared by the Institute of Labor and Industrial Relations of the University of Michigan-Wayne State University under a contract with the Manpower Administration.

The authors of the handbook did not rely solely on their knowledge of manpower programs accrued from studies and reports. They checked out their concepts by having their staff go through Jobs Now (a Chicago manpower program mainly for minority youth) as enrollees and letting them serve for a while as assistants to coaches and job developers. They interviewed the Jobs Now staff and 163 enrollees, studied program records, and talked to 42 employers. They further checked their findings by visiting the Los Angeles Concentrated Employment Program, which helps prepare and place in jobs the disadvantaged of all ages.

The result is a textbook by experienced people with manpower backgrounds using a detailed study of one manpower project (and a more cursory look at another) as a framework for examining and discussing important questions of service delivery. Their perceptions were sharpened and refined by the shortcomings as well as the successes of the programs they reviewed. The book is organized and referenced so manpower program operating personnel need not read it all. They can go straight to the section bearing on their immediate problem for advice.

The handbook is divided into three sections: Internal Agency Structure and Operations; Agency-Company Relations; and Agency-Enrollee Relations. Within each section, the flow of information follows a systematic order from the general to the specific, indicating

[1] *Handbook of Information Relevant to Manpower Agencies* can be ordered from the National Technical Information Service, 5285 Port Royal Road, Springfield, Va. 22151, for $10.50 (specify accession number PB 214394). Please enclose payment with order.

'. . . employers . . . should be encouraged to come to project headquarters for informal visits.'

Everything

what needs to be done, by whom, how, and what kind of organization and resources are needed.

For example, in the case cited above—taken from Jobs Now—the answer was found somewhere in the middle. The youngsters' qualifications were upgraded and employers were persuaded to set more realistic requirements. To demonstrate to employers that lack of education does not necessarily hurt work performance, some project coaches asked employers to give jobseekers a manual test corresponding to the kind of work they would have to perform. These and similar methods helped overcome employer resistance to change.

Meanwhile, the participants were being prepared for the demands of the work world by being taught to fill out applications, how to handle job interviews, how to do better on entrance tests, and how to use public transportation.

One of the best ways to break down employer resistance is to get employers personally involved in the project, according to the handbook. These officials should be encouraged to come to project headquarters for informal visits, which the handbook says are more effective than formal presentations hosted by the project director. The latter is too apt to dwell on such items as budgets, physical facilities, staff size, and number of enrollees. Employers should have a chance to meet key project administrators, but can learn more about project objectives by spending most of their time talking to line workers and enrollees, the handbook says.

Even when companies and jobseekers are brought together, success cannot be taken for granted. It takes a while for the disadvantaged unemployed to see the working world in the same light as employers and manpower program professionals. In Chicago, even after orientation, the perceptions of the jobseekers were irreconcilable with those of the project staff and the employers.

The project staff and employers saw the three top enrollee problems as not being able to get to work on time, not getting along well with foremen or supervisors, and not having reliable transportation to work. But the enrollees perceived only two serious problems: Getting laid off because of cutbacks in the work force and not being able to do the work required by the job.

The project staff apparently gave more credence to the employers' view of the expected problems than to the enrollees' perceptions. Had the project staff been more objective in analyzing the needs and expectations of both sides, the handbook says, it could have done a more effective job of bringing employers and jobseekers together.

The handbook was developed primarily for project directors and administrators and their management staffs. But because of its organization and simplicity, it can be used for staff training and for introducing new personnel to the operational problems and procedures basic to manpower agency operations for the hard-to-employ. □

News & Notes

The U.S. Department of Labor has strengthened its regulations protecting farmworkers against violations of the minimum wage law. The revised Federal regulations state that any employer who used more than 500 man-days of agricultural labor in any quarter of the preceding calendar year is required to keep records of workers' hours, earnings, and payments. Workers are considered to be jointly employed by the farmer and the labor contractor or crew leader whenever the farmer has the power to direct, control, or supervise their work, or to determine the pay or method of payment. As joint employers, a farmer and a contractor or crew leader need not keep duplicate records, but each may be held liable if the required records are not kept. The new regulations are based on court rulings that agricultural employers are responsible for assuring that workers covered by the Fair Labor Standards Act, whether directly or through contractors or crew leaders, are paid the minimum wage, and for keeping accurate employee records and observing the child labor laws.

* * *

Firms wanting to hire blacks and women with college degrees are using summer internships as a recruiting device. The companies feel internships are a good way to build a relationship with top students that will pay off when they graduate. One bank has even begun giving internships to blacks and women in their freshmen or sophomore years.

* * *

Over the past 3 years, 17 States have moved to drop arbitrary employment restrictions aimed at people with criminal records, according to the American Bar Association's National Clearinghouse on Offender Employment Restrictions. The changes usually deal with regulations barring ex-offenders from jobs requiring an occupational license or restricting their access to public employment.

* * *

About 1,760 members of minority groups in 12 States will be helped to prepare for apprenticeship entry examinations or recruited as journeymen and placed in trades under a $2.7 million Manpower Administration contract with Recruitment Training Program, Inc. (RTP), of New York City. RTP will help prepare 1,415 minority group youth to pass apprenticeship tests in construction, industrial, and shipyard trades. At least 40 percent will be recruited from among Vietnam-era veterans. Another 345 minority group members, with experience in the trades will be recruited and placed immediately as journeymen. All shipyard-trades apprenticeship opportunities will be with Ingalls Shipbuilding Corporation in Pascagoula, Miss. Youth will prepare for such trades as carpenter, electrician, plumber, outside machinist, burner, and pipewelder. As a byproduct of the contract, more than 17,000 youth are expected to attend classes and receive instruction in mathematics, reading, and other trade-related subjects, even though all may not qualify to take the final tests.

* * *

Although employers rate deaf employees above their coworkers in safety, concentration, job stability, and productivity, people with hearing impairments still suffer a high degree of underemployment. These and other facts about the deaf are contained in "Hiring Persons With Hearing Impairments," a new booklet produced by the President's Committee on Employment of the Handicapped. People with hearing problems are particularly well suited to jobs requiring great concentration, the booklet points out. Copies of the booklet are available free from the President's Committee on Employment of the Handicapped, Washington, D.C. 20210.

* * *

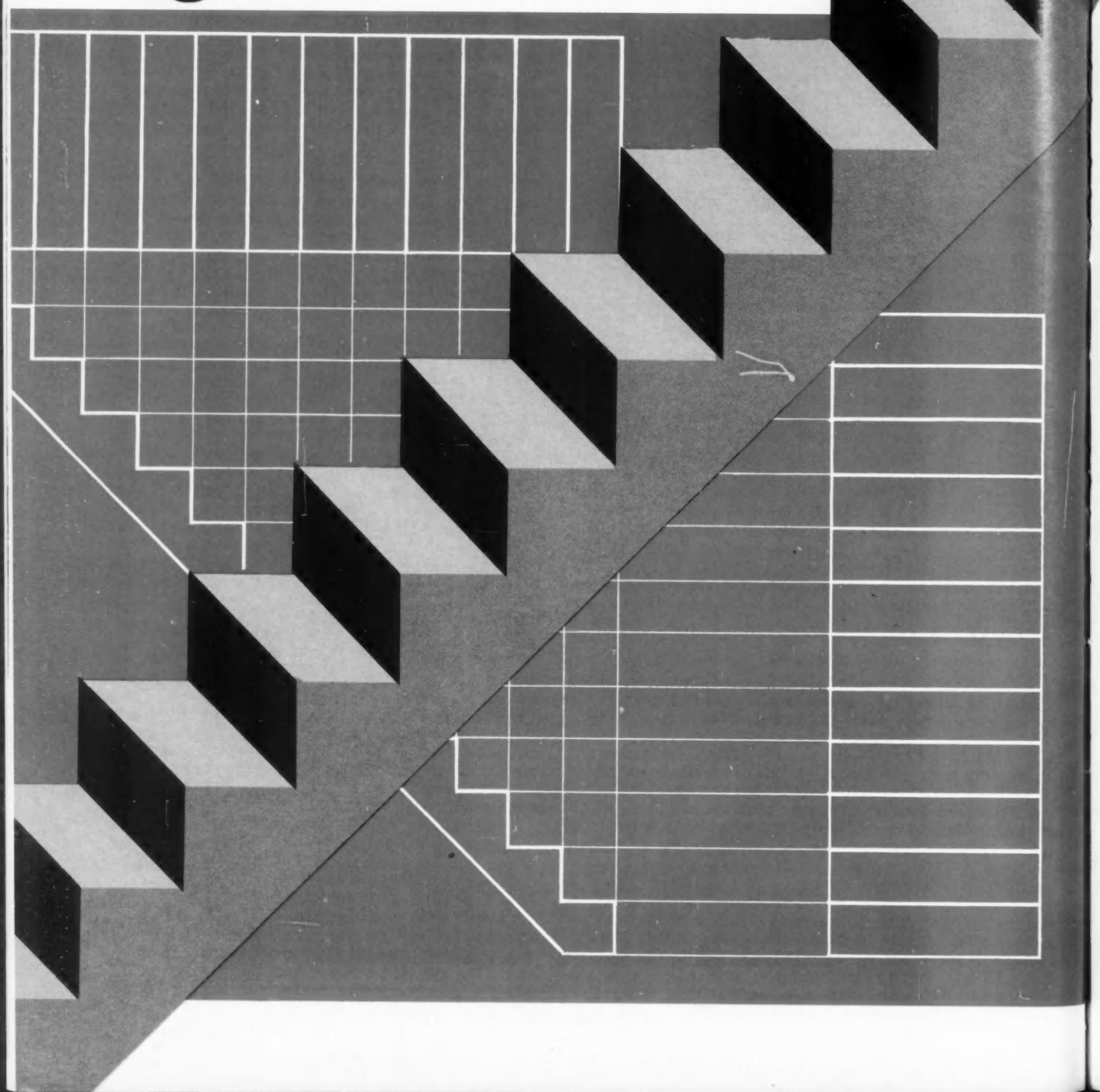
The plumbers' union will assist the Manpower Administration in developing a specific aptitude test battery (SATB) for the occupations of plumber and pipefitter. The test will be validated on minority and nonminority groups. in accordance with requirements of the Equal Employment Opportunity Commission and the Office of Federal Contract Compliance.

* * *

About 850 publications, reports, and articles, listed under 54 subject headings are contained in the revised "Index to Publications of the Manpower Administration, January 1969 through June 1973." Copies of the index may be obtained without charge by writing the Manpower Administration (MACPS), U.S. Department of Labor, Washington, D.C. 20213.

Blueprint for Minority Engineers

by Emil Michael Aun



Newark College Puts Together Package Offering Tutoring, Financial Aid

Young . . . poor . . . black . . . weak background in high school math and science.

An unlikely profile of a future engineer—but not an impossible one, as Lynn Turner and Willie Waller have proved. Turner, 22, is an $11,500-a-year mechanical engineer with Eastman Kodak in Rochester, N.Y. Waller, also 22, is a civil engineer for Connecticut-based Combustion Engineering, Inc., and earns $11,000 a year.

These two young men are among the first products of the Engineering Opportunity Program (EOP), a highly innovative effort begun at the Newark College of Engineering in 1968. The program brings blacks and other disadvantaged youngsters who could not normally qualify, either financially or scholastically, into the college as engineering students without sacrificing the school's academic standards. Federal, State, and private money is used to make up for each student a scholarship-style package of aid to help meet school expenses and give him or her some needed pocket money. Special courses have been designed to bring the students up to the college's academic requirements.

During the current school year, 160 EOP students, mostly black, are in class. And EOP has encouraged other blacks, who do not need the program's help, to attend the college which until 6 or 7 years ago was virtually all white. Last summer, EOP produced its first 11 graduates, including Turner and Waller. The school's ultimate aim is to bring the number of blacks on campus to 10 percent of total enrollment and keep it there.

"It certainly is a solid program," said EOP student David Simmons, a senior majoring in civil engineering. "It's really helped me out as far as meeting the criteria for getting in. I couldn't have qualified for regular admission and again there was the financial difficulty. This program takes a lot of headaches off the student—you can concentrate on your studies and not worry so much about the financial part."

The financial part certainly is important for EOP students, whose average family income is under $7,000 a year and whose average family size is six. Equally important, however, is the academic side. Many EOP students did fairly well in high school, but the predominantly black institutions from which many of them graduated left them ill-prepared for the demands of engineering school.

Few Blacks Enrolled

"My overall high school average was a low B," said junior David McMillan, an electrical engineering major who comes from a welfare family of eight. "I wanted to go to Rutgers but I needed calculus and chemistry and didn't have either one. I had a C to B average in math but when I came here I had to do a lot of brushing up." EOP gave him special tutoring and special classes in all these subjects when he enrolled in the summer of 1971.

The catalyst for EOP, in the opinion of director Melvin W. Thompson, was the riot of 1967. Newark was one of the first and most highly publicized of more than 200 American cities stricken by fire and vandalism during civil disturbances that year. "Some concerned people here thought the college ought to become involved in the surrounding area," which is heavily populated by blacks and other minorities, he said.

The concerned people were members of the college faculty and administration. They formed a committee to improve the college's relations with the community and to establish a program for minority students.

The school for years had admitted blacks but not many entered. "Engineering was not a profession on their social priority list," said Dr. William Hazell, president of the college. Black college prospects were generally steered to familiar fields such as education and the ministry, and their high schools did not offer the scientific and technical subjects needed to qualify for engineering college.

A math teacher, Carl Konove, was the member of the committee selected to direct the program on a volunteer basis in the spring of 1968. An 8-week cram summer program was established in math, physics, and English. Counselors, principals, and science teachers in predominantly black high schools in the Newark area were canvassed to provide likely prospects. "We interviewed 35 and picked up 20," Konove said. "They were selected on the teachers' recommendations and what we were looking for were those who were highly motivated. We also visited their homes to enlist the support of their parents."

Perhaps the crucial factor in getting the program off the launching pad in the face of the skepticism of the black community was William Eichelberger, the college's black chaplain. He took on the task of teaching black enrollees remedial English in the special summer class. "It was fortunate we could work through him," Dr. Hazell said. "He was a realist and faced these people very honestly and frankly. He was interested in setting a pattern, a pattern of rigorous study. He was a tough taskmaster."

Michael Aun is associate editor of MANPOWER.

Willie Singley (right), an EOP sophomore, gets some help in calculus from junior Sompoppol Jampathom. One-on-one tutoring is a vital element in the program.

Minority Engineers

As part of the package put together to help finance his education, David Simmons, a senior in civil engineering, works 6 hours a week in the college library, under the direction of David Crowell, reference and documents librarian.

Eichelberger set up a reading program ranging from the older classics to Le Roi Jones, a militant black writer who lives in Newark.

"I asked why Le Roi Jones," Dr. Hazell recalled. "Eichelberger said it was because he was relevant, because he spoke their language and he had a strong element of good writing. It worried us a bit. Jones is interesting but his language is of the street."

The cram courses, lasting 6 hours a day 5 days a week, prepared the youngsters for entry in September. They were then assigned to regular classes, but because of their academic deficiencies, were given some tutoring and counseling. They were also required to take a lighter workload, generally 13 hours per semester instead of the standard 18, and thus would graduate in 5 years instead of the standard 4.

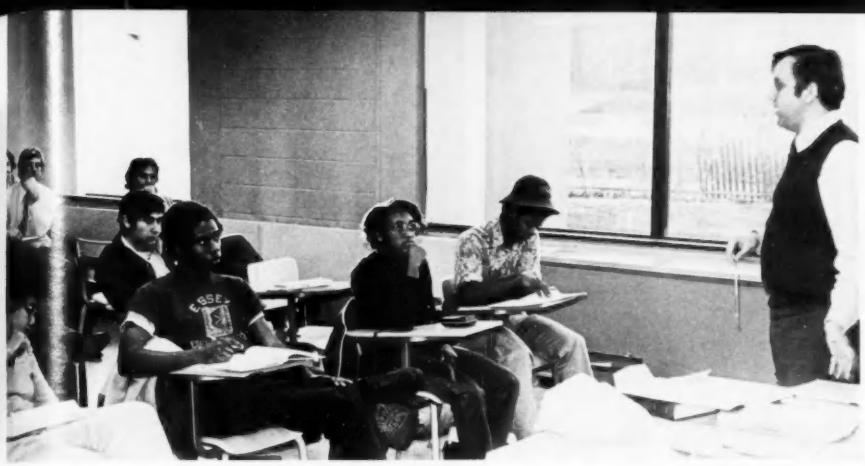
Full-Time Director Hired

But it was soon obvious the program could not remain on a volunteer basis with Konove and other faculty doing the work in their free time. "I was getting up in the middle of the night to write notes to myself," said Konove.

The following year the college hired a 32-year-old black science teacher and guidance counselor from Paterson, N.J., Melvin W. Thompson, as full-time director. He established a highly structured program that is paying dividends in increased enrollments and a lower dropout rate.

Thompson expanded recruiting so that it includes disadvantaged whites and Puerto Ricans—and women. EOP students on campus now include 20 Hispanos, 8 whites, 1 American Indian, 5 Orientals, and 10 women.

"My experience with OEO taught me that if your program is strictly for minorities, you're vulnerable," he said.



Regular students and EOP students attend the same classes, and teachers like chemistry instructor Howard Perlmutter often do not know who is in the program and who isn't.

Ronald Keeling conducts an experiment in the polarization of light. A civil engineering student who began his EOP studies in 1971, Keeling recently gave up a part-time job to devote more time to his school work. "You can't loaf and get through here," he said.

(In 1967–69 he directed an after-school demonstration project in Paterson, funded by the Office of Economic Opportunity.)

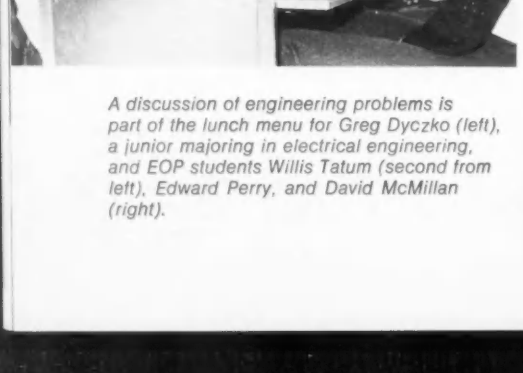
A second reason, he continued, is that "the needs of students transcend racial lines. Many whites in Newark are not adequately educated." Furthermore, a good portion of program money comes from the State whose policy is to help the disadvantaged, not just minority groups. And finally, Thompson feels that, like any other organization, a school tends to attribute anything that goes wrong—such as the theft of pocketbooks and equipment—to a "foreign body," in this case, blacks. Mixing whites in the EOP program, and having blacks attend the college outside EOP, helps blunt this tendency. The program will remain predominantly minority and predominantly black, Thompson said, but "we can't rule out whites who need our help."

Throughout the school year Thompson and his staff visit more than 50 high schools in Newark and the surrounding commuting area. (Newark College of Engineering has no dormitory facilities so EOP students are expected to live at home, an arrangement that cuts costs.) Disadvantaged high school seniors are told about the program and are invited to apply. Fifty are selected each year based on academic record, financial need, motivation, and the recommendations of high school counselors and teachers.

Those selected are tested and then for 8 weeks of summer study get the level of classroom work they need in four subjects: Math, physics, English, and chemistry. "We don't arbitrarily shove them into a class," said Pemberton Johnson, director of the college's counseling center. "We give them an explanation of what the test means and

Minority Engineers

EOP students Lawrence Pelham (left), Diane Colson, and Joseph Woodson out for a stroll on the Newark College of Engineering campus. Ms. Colson is president of the college's Black Association of Student Engineers.



A discussion of engineering problems is part of the lunch menu for Greg Dyczko (left), a junior majoring in electrical engineering, and EOP students Willis Tatum (second from left), Edward Perry, and David McMillan (right).

what they will need. We talk to them and make them understand."

Regular orientation sessions conducted by college officials help prepare the new students for the rigors of college life, which begin in earnest at the end of the summer. Guest speakers like Newark's Mayor Kenneth Gibson, one of the college's few black alumni, help them understand worldly success is not reserved exclusively for whites.

By the end of the summer, some are nearly ready to stand on their own feet but others still need a good deal of help. A program is established for each. Those having great difficulty keeping up take only 12 or 13 hours of classes instead of the regular 18. The school maintains a staff of 15 paid tutors, all of them students, some of them more advanced EOP students.

The average EOP freshman is tutored 5 hours weekly in math, physics, and English. A special combined math-physics course developed for EOP students in their first semester has proved so effective that it is now used for more than half the school's incoming freshmen. Counseling is available every day, individually and in groups. Cultural enrichment includes campus visits by black and Spanish artists, guest speakers, and seminars. At the end of each semester each student is evaluated as to academic performance and personal growth, and remedial action is taken to meet any problems.

After the freshman year, each EOP is virtually on his own, and except for financial aid is treated much like other students.

"It's not a one-way street," said Thompson. "We let them evaluate us too, and they help make rules and standards. Last April, we met in Atlantic City—the EOP kids, tutors, and faculty. The kids themselves decided there would be no extracurricular activities for any EOP student whose grade average was less than 2 (equivalent of C). They made the decision and they are enforcing it. I couldn't have done it. That would have generated resentment."

A 15-person advisory board assists Thompson with EOP and other programs for minority students. The board includes two parents, three EOP students, several faculty members and school administrators, an engineer, a biochemist, a black clergyman, a black high school teacher, a high school administrator, and a representative from ASPIRA, a Puerto Rican organization.

'Motivation's the Thing'

It is difficult to say whether this highly structured program or Thompson's personal qualities are primarily responsible for EOP's marked improvement in efficiency. Willie Waller fervently believes it is Thompson. "He did a damned good job," said Waller. "It's motivation, that's the important thing. I was pretty highly motivated because of the things he told us. That made the hard work a lot easier."

At any rate, since Thompson came aboard, retention rates have improved. Dropouts have now been virtually stopped and the college estimates that 75 percent of those recruited since 1969 will graduate. Of the initial 20 recruited in 1968, the year before Thompson joined the program, only two graduated in 1973 (the other nine EOP 1973 graduates were later entries who studied hard and graduated in 4 years). "They (1968 recruits) were brought in hastily, at the last minute, and the pressure was too much," said Thompson. "It's a miracle that two of them got through." He emphasized that the remaining 18 were not lost. Five trans-

Combined black and Spanish cultural activities are becoming an increasingly important spinoff of EOP. Working on a project in the student lounge are (from left) Diane Colson, EOP director Melvin W. Thompson, EOP students Manuel Martinez and Lawrence Pelham, and Orlando Velez, administrative assistant to Thompson.

ferred to liberal arts colleges and have graduated, four still attend Newark College of Engineering and are expected to graduate this year, three are employed in technical jobs, and one went into military service.

Until the current school year, financial arrangements for EOP students were simple. Packages of aid were put together from a variety of Federal, State, and private sources, and each student received all his books, tuition and fees plus $20 for lunch and transportation. Now a more flexible system has been set up that takes into account how much an individual's family can contribute.

A "total need budget" for an upperclassman, for example, is $2,630 (it is less for freshmen and sophomores). Based on family income, assets, and size, the college's scholarship service determines the package needed to meet the budget. The first $750 might come from the State's Educational Opportunity Fund, another $750 from Federal Supplemental Educational Opportunity Grants, $600 from the Federal College Work-Study Program which provides part-time jobs on campus paying up to $2.50 an hour. The balance might come from a National Direct Student Loan (Federal money to be repaid after graduation), from a private contributor, or from the student's family.

EOP during the current school year is receiving some $350,000 from State and Federal education programs and from such private contributors as Bell Laboratories, the Sloan-Victoria Foundation, Gulf Oil, Maxwell House, Allied Chemical, Exxon, and the Huber Foundation.

EOP also helps students find summer jobs, preferably related to their college education. Junior David McMillan last summer worked for a large company in Holmdell, N.J., on a project to cut power consumption. During the summer of 1972, he tutored incoming EOP students while going to summer school. Waller worked summers as part of a surveying team for the Port Authority of New York and New Jersey, and Turner tutored two summers and worked one summer as an engineering assistant for the Newark gas and electric company.

Job Requires Travel

EOP tries to have jobs or further educational opportunities ready for graduates. Of the first 11 receiving degrees, 7 were placed in private industry and 4 moved on to graduate school. Waller, who graduated in August instead of June (he had two courses to make up) found his job with Combustion Engineering through the school's placement office, and assumed his duties in September. As a youngster, Waller seldom left the environs of Newark; now he is almost continually on the road for Combustion, a firm that supplies power generating equipment throughout the United States, and has moved into the design and installation of environmental control and chemical recovery systems. In his first 3 months he worked on company contracts in Pennsylvania and Kansas for power and light companies, and in Virginia doing chemical recovery work for a paper company.

"He's adapting very well," said his work supervisor, W. R. Byroads, head engineer for Combustion on the Kansas job. "He's got his feet on the ground. I think he's going to make a good engineer."

Turner is designing a materials handling system and supervising its installation in the plastic and metal products division at Kodak. He chose Kodak over several other opportunities he got through the college because the company offered him the best job in terms of responsibility, type of work he wanted to do, chance for advancement, and pay.

The economic benefits of a college education seem to be the principal goal for most EOP students. They appear less interested in the college's social life or in joining in free-time activities with white students.

"Something I found out here is that I have to give up most of my social life," said McMillan. "This school demands a lot. I came from a bad academic background and I had to catch up. I had to know my material and the only way was to sit down and study. I've really had to apply myself."

This commitment to succeeding academically is one reason blacks don't mix more with the whites on campus, McMillan said. Another is lack of mutual interests. "They invite us to their parties and we invite them to ours but sometimes the things that interest us don't appeal to them."

Racial pride seems to be an important factor at work here. The blacks, while willing to join some of the 100 white organizations on campus, are determined nevertheless to maintain their own organizations to meet their own needs. Consequently, many are active in the Black Association of Student Engineers (BASE), a campus club with its own office and lounge and its own goals.

For 2 years BASE hassled with the Student Senate over more representation for blacks in that body and for a larger share of funds allocated by the school for student activities. Pot shots were freely exchanged in letters to the editor of the school paper and in editorials. The issue was settled recently

Minority Engineers

when BASE dropped its demands for more representation and the Senate agreed to give the organization money for social activities. "Personally I was not that much interested in the Senate," says Diane Colson, BASE president since last May and a senior in civil engineering. "Their concerns are not black concerns."

Cooperation is good and getting better between the two large disadvantaged groups on campus, blacks and Hispanos. Thompson's administrative assistant is Orlando Velez, who promotes the interests of the 75 Hispanic students (including 20 EOP) on campus. Velez works with a variety of Hispanic organizations to recruit students for the college. He is also advisor to Federacion Estudiantil Latino Americana, an Hispanic organization on campus that is similar to BASE.

Joint Cultural Weekend

Last year the Federacion and BASE participated in a joint cultural weekend at the college featuring black and Hispano musicians and artists. A repeat performance is planned this spring.

"We're working together to develop minority student leadership, to enlighten the college about the contribution of non-Anglos to American culture, and to make the community more aware that there are blacks and Spanish-speaking on campus," said Thompson.

Despite the success and praise that has come his way, Thompson does not believe his program is the final answer to the problem of bringing minorities into engineering. "It takes us a year to get 50 to 60 students from about 55 high schools in northern New Jersey," he said. "This shows EOP is not the best technique. The percentage of minorities in high school science and math classes is way below their representation in a given school. That is the problem we must focus on."

He wants structural changes in the high schools that will encourage minorities to go into the sciences and will lead them into all professions. Better instruction would help but the key is guidance and counseling, Thompson believes. "Schools must have comprehensive career counseling programs starting with the seventh grade," he said. "You've got to reach students in grades 7 to 10 and get them on the science track. The counseling has to take into account the students' resources and interests and the wishes of their parents."

He said black parents make heavy sacrifices to get their children in college and they want that investment to pay off. Consequently, they have traditionally steered their children into safe channels such as the ministry or teaching where they could be assured of success.

"There was no commitment by industry to take blacks in," he said. "That commitment is there now. But even with all the equal employment opportunity programs and with all the Federal demand for affirmative action, it's not believed in the black community. Talk to students in black schools and you'll see that even today they envision a different future than white students."

He makes it clear that he's not blaming the schools alone. "But they are not making adequate use of what they have. Why don't they use minority people in the professions to establish really effective counseling programs?"

Thompson made these views known last spring in a speech before a National Academy of Engineering sym-

EOP graduate Lynn Turner checks out a piece of equipment at a Kodak facility in Rochester that manufactures photographic film, paper, and chemicals. He is designing a materials handling system for the company and supervising its installation.

Willie Waller's work for Combustion Engineering, a Connecticut-based firm, has taken him to Lawrence, Kans., where he is helping to build an air pollution control system for Kansas Power and Light Company. Waller is one of the first EOP graduates.

posium in Washington on minorities in engineering. Some 250 college deans and industrial, foundation, association, and government representatives attended. At the close, the Academy and other groups represented agreed to work toward a 1983 goal of graduating 8,000 blacks in engineering.

This is a highly ambitious objective. The Engineers Joint Council—an umbrella organization of engineering societies—reports that of 197,727 full-time engineering undergraduate students in the fall of 1972, only 4,356 or 2.2 percent were black. And of 44,190 men and women receiving bachelor's degrees in engineering in 1972, only 579 or 1.3 percent were black.

Progress at Newark College of Engineering has been far better than average. Of the school's 2,600 full-time undergraduate students, more than 300 are minorities and about half of these are black. And as a spinoff of its EOP activities, the school has instituted a number of engineering and science study programs for minority high school students and their teachers. The college also is working on plans to make a local black high school a "science high school" that will produce a steady stream of graduates not only for engineering but for other professions requiring a science base.

A striking facet of the Newark program is how well EOP students blend in with others in class. Asked if they have any EOP students, instructor after instructor said, "I don't know. I have a couple of blacks and Puerto Ricans but I don't know if they're in the program."

That suits Melvin Thompson just fine. He looks forward to the day when a similar blending in the aspirations and prospects of high school students will make EOP an anachronism. □

The New Manpower Bill

On December 28, 1973, President Nixon signed into law the Comprehensive Employment and Training Act of 1973. This legislation marks the culmination of almost 5 years of manpower reform efforts by the Congress and the Administration.

The purpose of the law is to provide a new and up-to-date charter for manpower programs. It decentralizes and decategorizes numerous programs authorized under the Manpower Development and Training Act and under title I of the Economic Opportunity Act. The President called the new bill one of the finest pieces of legislation to come to his desk in 1973 and the first legislation to incorporate the essential principles of special revenue sharing. He said "the Federal manpower program is a vital part of our national effort to conserve and develop our human resources and to help individuals adjust productively to changing economic conditions—including whatever temporary dislocations may ensue from the current energy shortage."

Full-scale Federal involvement in manpower training began with the Manpower Development and Training Act (MDTA), enacted in 1962, and the manpower program provisions of the Economic Opportunity Act of 1964. Appropriations under these two laws supported more than a dozen different national, categorical manpower programs. These included variations under MDTA institutional and on-the-job training provisions, three Neighborhood Youth Corps programs, four separate Public Service Careers programs, Operation Mainstream, Job Corps, and the Concentrated Employment Program (CEP). Another categorical program—the Public Employment Program (PEP)—was added to the list by the Emergency Employment Act of 1971.

Each of these categorical programs had its own client groups, project design, standards, and methods of operation. Most of them operated through U.S. Labor Department direct grants and contracts—and there were nearly 10,000 of these—with public and private organizations.

While the manpower programs helped large numbers of unemployed and underemployed persons, separate project administration was costly, confusing, duplicative, and inefficient. Administration of the programs was widely viewed as unresponsive to the specific needs of particular localities. The problem was that program guidelines written in Washington, D.C., could not possibly foresee varied situations with which local communities had to contend. Prospective local contractors and grantees who sought assistance in this setting were forced to deal with many layers of Federal bureaucracy.

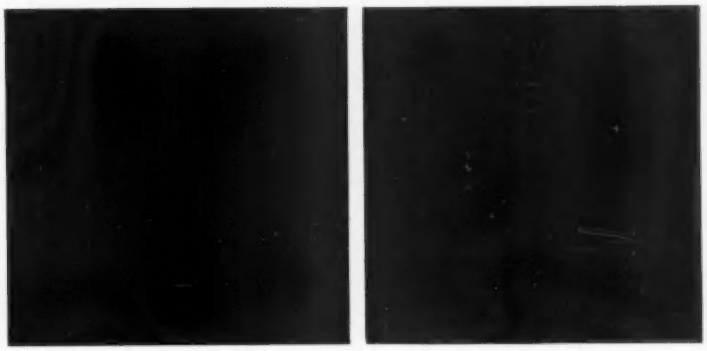
To remedy this situation, President Nixon first proposed comprehensive manpower legislation in 1969. The bill he sent to the Congress would have decentralized decision-making to State and local governments and would have done away with categorical restrictions. Then, a year and a half later, the President submitted the proposed Manpower Revenue Sharing Act of 1971 to the Congress. His objectives in these bills were:

- To unify efforts—including public service employment—under which federally supported manpower services are provided to unemployed and underemployed persons who need job-related assistance.
- To free city, county, and State budgets from fund matching and maintenance of effort encumbrances, and to permit State and local planners and administrators to have flexibility in meeting manpower needs.
- To vest the power to shape manpower programs in those levels of government closest to the people who need assistance.

During 1973, the Administration stepped up decentralization and decategorization of manpower programs through administrative means. Also in 1973, the House Select Subcommittee on Labor and the Senate Subcommittee on Employment, Poverty, and Migratory Labor began to develop new manpower legislation in consultation with the Administration. In July, the Job Training and Community Services Act of 1973, (S–1559), a bipartisan comprehensive manpower bill introduced by Senators Nelson and Javits, passed the Senate. In November, the House passed its own version of a comprehensive manpower bill. This bipartisan measure, HR–11010, was introduced by Congressmen Daniels, Esch, Perkins, and Quie. The final legislation signed into law by the President was a compromise hammered out by the House-Senate conference which resolved differences between the two bills.

The new law largely eliminates the numerous categorical programs authorized under earlier legislation. Rather than operate manpower programs project by project through

A Summary



separate sponsors, as has been the case, the Secretary of Labor now will make block grants to about 500 local and State prime sponsors who will plan and operate manpower programs to meet local needs.

The Secretary is responsible for assuring that these sponsors comply with the provisions of the law. He also has special responsibilities for certain target groups, among them American Indians, migrants, and criminal offenders. In addition, the Secretary is responsible for the Job Corps program, and for research, training, evaluation, and other functions carried on at the national level.

The Comprehensive Employment and Training Act took effect when it was signed. To permit an orderly transition, however, the Act authorizes the Secretary of Labor to continue to provide financial assistance under earlier statutory authority during the remainder of the 1974 fiscal year.

About 80 percent of the funds appropriated under the Act is for distribution by formula to State and local governments serving as prime sponsors. The balance will be available to the Secretary for national activities.

The Act authorizes the appropriation of such funds as are necessary for fiscal years 1974–77. However, $250 million of any amounts appropriated for the 1974 fiscal year and $350 million of those appropriated for the 1975 fiscal year are to be reserved for public service employment programs in areas of substantial unemployment.

In his statement upon signing the Act, the President said that he would include in his budget message to Congress for the 1975 fiscal year a supplemental request for 1974 of $250 million to fund forthwith the public employment provisions of the Act. These funds would provide transitional jobs for 30,000 to 40,000 unemployed persons.

Following is a summary of the legislation by title.

Title I—Comprehensive Manpower Services

This title establishes a program of financial assistance to State and local governments for comprehensive manpower services (see timetable). Among the purposes for which funds may be used are:

- Recruitment, orientation, counseling, testing, placement, and followup services.
- Classroom instruction in occupational skills and other job-related training, such as basic education.
- Subsidized, on-the-job training by public and private employers.
- Allowances for persons in training.
- Supportive services such as necessary medical care, child care, and help in obtaining bonding needed for employment.
- Transitional public employment programs.

The mix and design of manpower services provided under this broad unbrella is up to local and State governments acting as prime sponsors. A sponsor may choose to continue funding existing programs such as the Opportunities Industrialization Centers (OIC), Jobs for Progress (SER), Urban League on-the-job training projects, and others which it feels are effective. On the other hand, a sponsor can decide to develop its own manpower programs. In any case, the legislation specifies that individuals may not continue to receive training allowances for more than 2 consecutive years, as the intent is to help jobseekers obtain permanent or better jobs rather than to provide long-term public support.

Governments eligible to be prime sponsors are States, units of general local government with a population of 100,000 or more, certain combinations of local governments, and—in exceptional circumstances—other combinations or units of local government. A limited number of existing Concentrated Employment Program grantees who serve rural areas where there is high unemployment also may qualify.

A State may be a prime sponsor in all areas not covered by local prime sponsors.

To obtain funding, a prime sponsor must submit a comprehensive manpower plan to the Secretary of Labor. This plan must describe performance goals and the geographical areas to be served, and it must provide assurances that manpower services will be directed to persons most in need.

When a prime sponsor also is the recipient of public employment program funds, the plan must provide for the development of a public service employment program that is fully integrated with the proposed comprehensive manpower services.

Each prime sponsor must appoint and staff a Planning Council that has representation from the client community, local organizations, the employment service, education and

Timetable for Comprehensive Manpower Services Under the Comprehensive Employment and Training Act (CETA)

January 23
Initial list of Prime Sponsors published in *Federal Register*.

February 28
Federal Regulations, Sponsor's Handbook, and Training and Technical Assistance Modules completed.

March 1
Preliminary CETA Regulations published in *Federal Register*; training of Regional Office and Prime Sponsor trainers begins; final list of Prime Sponsors including consortia published in *Federal Register*; and collection of prime sponsor data on income level, unemployment and fiscal year 1974 funding level completed.

March 31
Training of Regional and Prime Sponsor trainers completed.

Manpower Bill

training agencies, business, labor, and, when appropriate, from agriculture. The Council is to recommend plans, procedures, and goals; monitor programs; and evaluate the manpower effort in the light of local needs.

States acting as prime sponsors of manpower programs must set up a Manpower Services Council. These appointive, representative groups will review all prime sponsors' plans within the State and the related plans of State agencies; coordinate manpower efforts; and monitor, evaluate, and report on the manpower programs.

Eighty percent of title I funds are to be distributed to prime sponsors according to this formula: 50 percent will be based on the manpower allotment in the previous fiscal year; 37½ percent will be based on the number of unemployed in the State; and 12½ percent will be allotted according to the number of adults in low-income families. However, there is a limit on the percentage increase or decrease in funds for each jurisdiction, compared with their prior year's funding level. Up to 1 percent of the money distributed among the States by this formula is available for State Manpower Services Councils.

Of the remaining 20 percent of title I money, 5 percent is available to develop combinations of local government units to serve as program sponsors; 5 percent is available for grants to provide needed vocational education services; 4 percent is to help States make comprehensive plans and coordinate manpower services; and the remaining funds are to be used at the discretion of the Secretary of Labor.

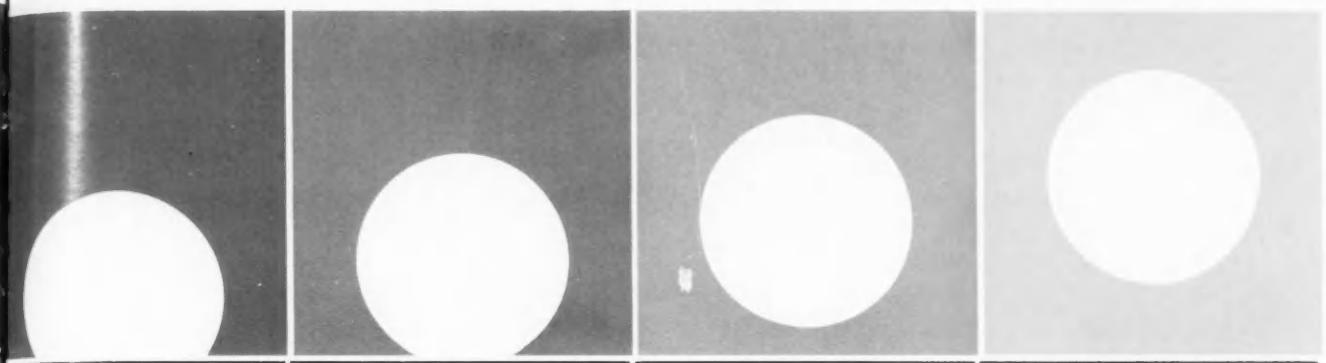
Title II—Public Employment Programs

This section of the Act provides for programs of transitional public service employment in areas with a 6½ percent or more unemployment rate for 3 consecutive months.

Prime sponsors may be units of government qualified under title I of the Act or Indian tribes on Federal or State reservations.

In their applications to the Secretary of Labor, program sponsors must specify detailed plans for a public service employment program to serve persons who have been unemployed at least 30 days. To the extent feasible, sponsors are to design programs which will develop new careers, open opportunities for career advancement, and enable people in the program to move into other public or private employment.

Priority is to go to unemployed veterans who served in Korea or Vietnam after August 4, 1964 and to the most severely disadvantaged among the unemployed.



April 1
Final version of CETA Regulations published in *Federal Register*; Prime Sponsor allocations announced; training of Regional and Sponsor staffs begins.

April 30
Training of Regional and Sponsor staffs completed.

May 15
Operational planning completed; Prime Sponsors submit initial grant applications to Assistant Regional Directors for Manpower (ARDM); and public interest review process starts.

June 1
Final grant applications submitted to ARDM; Federal review starts.

June 15
Public interest review process completed.

June 30
Federal review and approval process completed.

July 1
Title I operational.

Eighty percent of the funds under this title are to be allocated according to an unemployment yardstick. They may be used to enable program clients to get training and other manpower services authorized under title I. (A prime sponsor also may choose to use title I funds for public service employment programs.)

The remaining funds under this title are to be distributed at the discretion of the Secretary of Labor.

Title III—Special Federal Responsibilities

This title specifically provides Federal supervision of manpower programs for Indians and for migrant and seasonal farmworkers. The Secretary of Labor also is authorized to provide manpower services for such special target groups as youth, offenders, older workers, persons of limited English-speaking ability, and other persons with particular labor market disadvantages.

In addition, this title authorizes research, experimental and demonstration programs, evaluation of all programs under the Act, the development of a labor market information system, and computerized job placement.

Title IV—Job Corps

This section consists of the provisions of Title I–A, "Job Corps," of the Economic Opportunity Act, which are transferred to this Act.

Title V—National Commission For Manpower Policy

The Commission replaces the National Manpower Advisory Committee authorized under MDTA. It is to be made up of the heads of certain Federal agencies, State and local elected officials involved in manpower programs, persons served by manpower programs, representatives of other concerned groups, and members of the general public.

The Commission is to identify the Nation's manpower needs and goals, do research, evaluate the effectiveness of any federally assisted manpower development programs, and report annually to the President and the Congress.

The Secretary of Labor is directed to study the impact of energy shortages on manpower needs and to report his findings and recommendations to the Congress and to the Commission.

Title VI—General Provisions

This title contains provisions applicable to all programs such as definitions, conditions governing work and training, prohibitions against discrimination and political activities, and the like. □

Words & Figures

Women in Manpower Programs

One of the most marked labor force trends of the 1960's was the large increase in the number of working women. In 1960, women constituted 32 percent of the labor force; by 1970 the proportion of women had grown to almost 37 percent. But based on projections to 1980, the rise is expected to abate. One reason for this is that the rapid decline in the birth rate that occurred during the 1960's and made it possible for more women of childbearing age to work is expected to slacken or stabilize. Women in the 25–34 age group will have the largest population increase in the 1970's. The labor force participation rate of this age group rose from 36 percent in 1960 to 45 percent in 1970, and is expected to go to 50 percent in 1980.

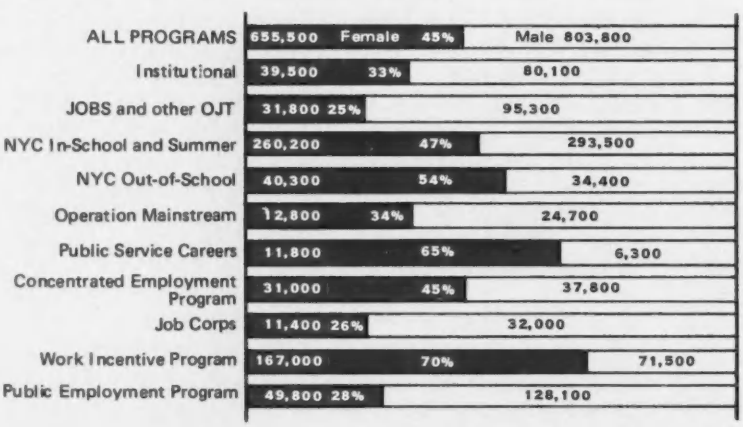
Although women made up 37 percent of the labor force in 1972, they comprised nearly 46 percent of the unemployed, an indication of the severity of their employment problems.

In fiscal year 1973 there were 655,500 women new enrollees in manpower programs, 44 percent of all new participants. The proportion of women participants in the various work and training programs ranged from 25 to 70 percent. Women constituted a majority in three programs: Work Incentive (70 percent), Public Service Careers (65 percent), and Neighborhood Youth Corps (NYC) Out-of-School (54 percent). Women filled a significant share of the slots in the NYC In-School and Summer Programs (47 percent) and in the Concentrated Employment Program (45 percent). In contrast, women accounted for about a fourth of the participants in the Job Opportunities in the Business Sector (JOBS) and other on-the-job training programs, the Job Corps, and the Public Employment Program.

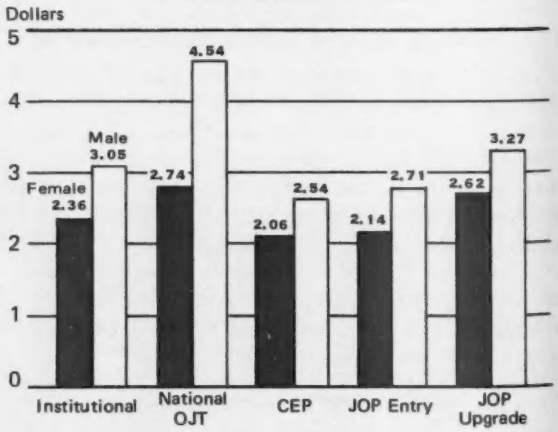
Sex differentials in wage rates are evident from data available for Manpower Development and Training Act (MDTA) institutional or classroom projects, national on-the-job (OJT) training contracts, State-administered OJT projects (the JOP or Jobs Optional Program), and the Concentrated Employment Program (CEP). These differences arise from traditional hiring practices, that result in certain better paying jobs being filled almost exclusively by men. Women who completed national OJT projects earned $2.74 an hour compared with $4.54 for men completers. However, the $2.74 hourly pay of women completers from national OJT projects was higher than the pay of women completers of all other programs for which earnings data were available.

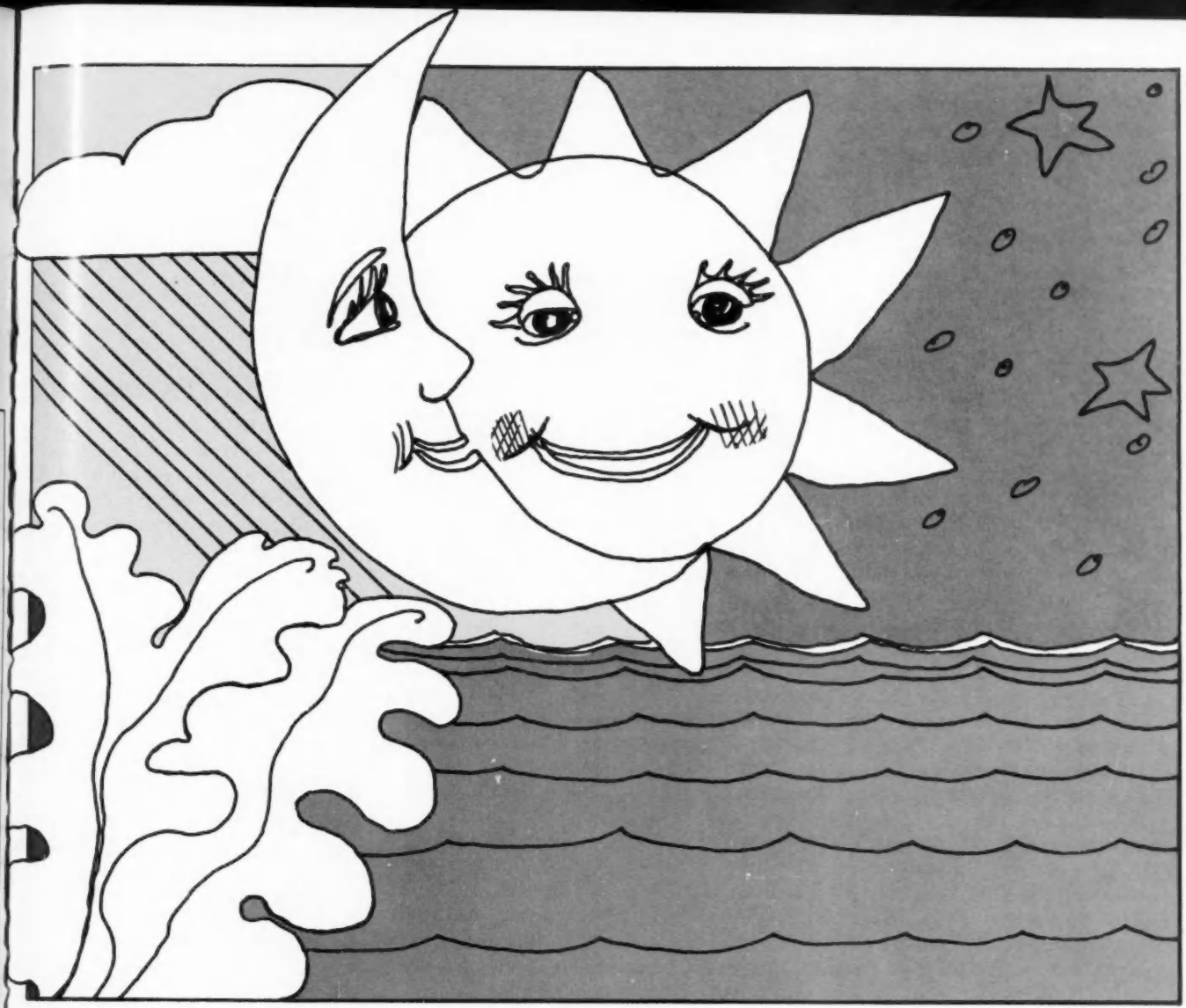
Data indicate that women are using the public employment service to the same degree as men, and the placement rate for the two sexes is about the same. Women accounted for 43 percent of the applicants in fiscal year 1973; 39 percent of those placed in nonagricultural jobs were women and 41 percent of those placed in jobs scheduled to last 150 days or more were women.

Enrollment of Women in Selected Manpower Programs Fiscal Year 1973


ALL PROGRAMS 655,500 Female 45% Male 803,800
Institutional 39,500 33% 80,100
JOBS and other OJT 31,800 25% 95,300
NYC In-School and Summer 260,200 47% 293,500
NYC Out-of-School 40,300 54% 34,400
Operation Mainstream 12,800 34% 24,700
Public Service Careers 11,800 65% 6,300
Concentrated Employment Program 31,000 45% 37,800
Job Corps 11,400 26% 32,000
Work Incentive Program 167,000 70% 71,500
Public Employment Program 49,800 28% 128,100

Post-Training Average Hourly Earnings Of Completers of Selected Manpower Programs By Sex—Fiscal Year 1973





Pollution Control and Public Jobs

Concern for the quality of our air and water has opened many new opportunities for people wanting to work in the field of environmental protection. As a result, education and training institutions are being urged to expand training for environmental workers and about 100 community colleges now offer courses for technical workers in pollution control. These institutions would be well advised, however, to explore the job market in the communities they serve before establishing new training programs for environmental pollution control (EPC) technicians and professionals.

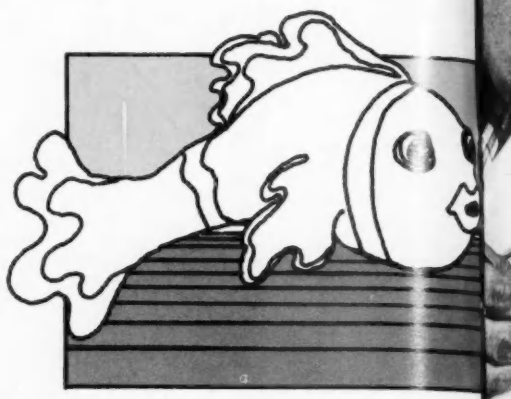
This cautionary note is based on a limited study, *1972 Environmental Job Opportunities Survey*,[1] carried out by Automation Industries, Inc., for the Department of Labor's Manpower Administration and the Environmental Protection Agency. The final report on the study was completed in early 1973. Based on interviews with a variety of public and private employers, the report casts doubt on the widely held view that over the next few years environmental pollution control activities will generate large numbers of new jobs for professionals and technicians.

Eleven States and 40 city governments with populations over 80,000 were surveyed, along with seven Federal agencies. Some 110 urban business establishments also were surveyed but this is a tiny sample and it was limited to five industries—manufacturing, trade, service, transportation, and construction—so it cannot be considered representative of all U.S. industries.

Another limitation of the study is that it contains no data on the number of existing environmental pollution control jobs that will open up due to normal turnover. It instead attempts to trace the number of new jobs for the 1973–75 period, what these jobs will pay, and the educational qualifications they will require.

The report estimates that there will

[1] The study is available from the National Technical Information Service, Springfield, Va. 22151 for $6 for a paper copy and $1.45 for microfiche (specify accession number PB220812). Please enclose payment with order.



Pollution Control

be 12,000 more full-time professional and technical positions in environmental pollution and control (EPC) work in Federal and State governmental agencies and cities of 80,000 or more residents in 1975 than there were in 1972. State governments, which had 5,440 such workers in 1972, will add about 4,000 positions, an increase of 73 percent. City government jobs, which totaled 11,100 in 1972, will rise by 7,000 or 63 percent, the report estimates (see chart).

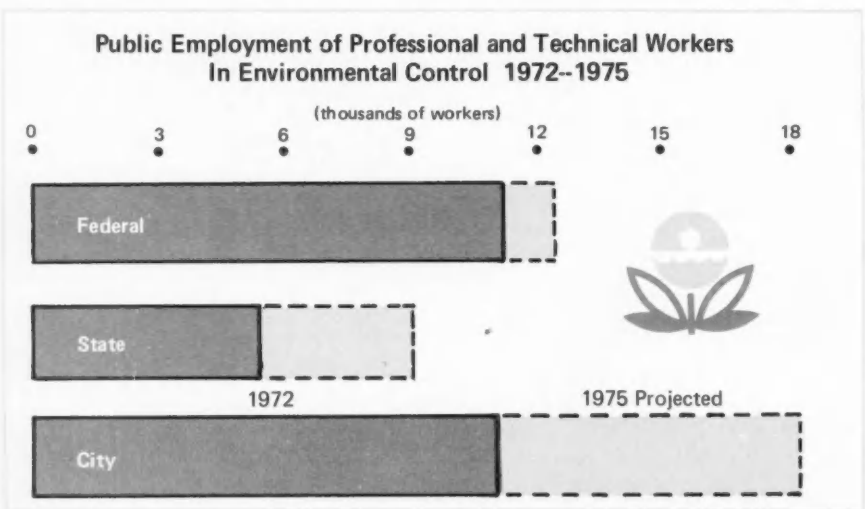
Although only seven Federal agencies were surveyed, they have all or nearly all Federal EPC professionals and technicians, and are regarded by the Department of Labor as a good national estimate. The sample showed almost 11,300 EPC workers in the Environmental Protection Agency, and the Departments of Agriculture; Commerce; Defense; Health, Education, and Welfare; Interior; and Transportation. This number is expected to increase by about 1,300 or 11 percent by the end of 1975.

The sample industries had approximately 1,100 EPC professionals and technicians in 1972 and predicted a 46 percent expansion in the 3 years immediately ahead. Although the adequacy of the sample is open to question, the report estimates that nationally all industry had 14,700 such workers in 1972.

The report notes that the States sampled in the study include about 42 percent of the national population and the city governments surveyed represent about 51 percent of the people in cities of 80,000 or more residents.

The study was undertaken to gather information about the current size and projected growth of the EPC job market for professionals and technicians through 1975. An additional purpose was to identify job opportunities and training requirements for displaced aerospace personnel. The final report reflects the needs of surveyed employers as they saw them during the summer and fall of 1972.

The survey gathered data on all professional (mostly scientists and engineers) and technical personnel directly related to environmental protection against, and control of, manmade pollutants and to enforcement activities. Supervisory, nonsupervisory, administrative, and support personnel were included. Excluded were clerical personnel, skilled and semiskilled workers (such as waste water treatment plant operators), unskilled laborers, and uniformed military personnel. People in related fields such as conservation and other "quality-of-life" activities were also excluded. And in addition to cities of under 80,000, the survey did not cover counties, special districts or other nonmunicipal units of local government.



Definitions Were Difficult

The study admits some problems in categorizing professionals and technicians, and could come up with no hard and fast definition of the latter. "It was found somewhat easier to identify and define a professional (frequently by his academic degree or salary) than it was to identify his technician counterpart," the study says. "For technical personnel it was difficult to establish a definitive inclusion/exclusion criterion on the basis of job title, education, or compensation. Therefore, when a respondent identified a job title or category within his own organization as 'technical,' it was so recorded during the interview."

The estimated 1973–75 growth represents full-time, permanent positions in pollution abatement work involving solid waste, air, water, pesticides, radiation, and noise and other manmade pollutants. It should be pointed out, however, that much of the data was collected before enactment in October 1972 of the Water Pollution Control Act Amendments. Consequently, the estimates do not reflect most of the additional jobs in water pollution con-

trol expected to stem from these amendments.

The survey found that future EPC job market demands appear highest for air and water pollution abatement, are moderate for solid waste and noise, and minimal for other types of pollution abatements.

The employers interviewed saw little need to set up training programs of their own to help specialists in other fields move into pollution control work. "Almost to a man, their own assessment of the current EPC (and overall) job market mitigated against the need for employer-sponsored transitional training," according to the report. "Simply stated, the majority of respondents felt that the available supply of qualified EPC personnel was adequate for their projected needs. Consequently, they were generally unmotivated toward sponsoring their own transitional training, had done little in the past, and foresaw no immediate need to change their policies for the future."

The report stresses, however, that its conclusions related only to transitional training sponsored by employers. It cautions against the use of its data to judge the adequacy of current public and private investments in training programs to produce qualified—or upgrade currently employed—EPC specialists.

Whether a person had an aerospace background or not seemed to mean very little to employers in relation to transitional training. Where they thought about it at all, they seemed far more concerned with the occupational background of trainees rather than with the industry that had previously employed them. An engineer, for example, was more apt to be selected for transitional training than any other specialist regardless of the industrial field in which he received his experience. The researchers found it difficult to obtain information on the nature of transitional training most favored by employers. As for methods, on-the-job training was used most often. Seminars ranked second, followed by classroom instruction and home study.

The survey found that the total demand for engineers would slightly exceed that for either scientists or technicians. Within the sample, the stated needs in the Federal Government were highest for scientists, in State government for engineers, and in the cities for technicians.

The survey attempted to identify salary levels and educational qualifications for public and private EPC workers in 1972 and what changes could be expected in the following 3 years. Education and salary statistics for all employees and for all technicians and professionals working for surveyed employers at the time of the study could easily be obtained. But it proved impossible in most cases to extract statistics only for those engaged in EPC work. Consequently the 1972 base information contains data from professionals and technicians engaged in other fields as well as EPC.

"The sample results suggest that 1973–75 EPC employment will require higher overall formal educational attainment than was reflected in the 1972

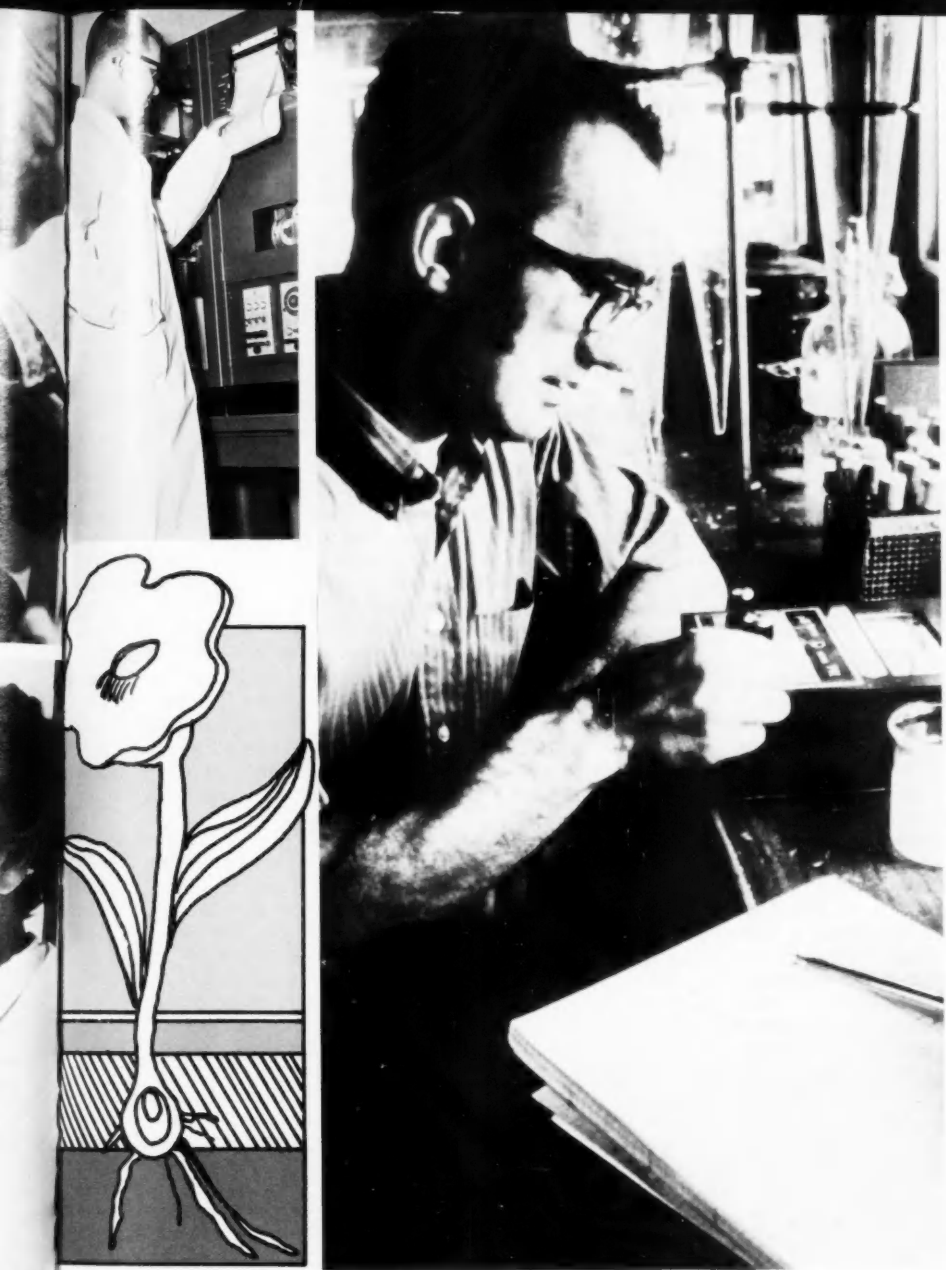
base data for all employers included in the survey," according to the report. "Correspondingly, Federal and State employers are anticipating a general upgrading in the salary balance of the EPC work force."

In the cities, however, the findings were quite different. While the cities sampled predicted a higher percentage of college graduates in their overall work forces, they foresaw a decline in salary requirements for EPC personnel. "No explanation for this rationale can be determined from the study data," according to the report.

Specifically, the study says that people with bachelor's degrees will make up a majority of hires, compared with a minority in the past. And the majority of new hires will be in the $10,000 to $15,000 salary range, except for city EPC employees.

A number of questions and issues require further study to obtain a truer picture of future EPC employment needs, the report says. These include:

- The extent of "multifield" training that would be needed to fill future EPC



jobs. Many employers made it clear they expect environmental staffers to be proficient in more than one kind of environmental control and not confine their work to air or water pollution abatement or any other single specialty.

- The impact of normal turnover on manpower supply and demand and on the need for specialized manpower training programs.
- Whether "normal" sources of qualified EPC manpower can meet expected demands. "This factor is central to the question of need for Federal programs of manpower training," the study says.
- The future needs of counties, of towns below 80,000 in population, of private employment in industry, especially mining, agriculture, and forestry, and of suburban industrial development.
- The needs of related environmental fields such as natural resources, weather, and urban planning which use the same professional and technical disciplines as pollution control and protection and will be competing for the same trained manpower.

The report notes that the lead in formulation of pollution abatement and control policy has been taken, in turn, by the Federal, State, and municipal governments with industry characterized as an interested and active partner. The Federal Government has moved fastest to do the hiring it will need to carry out its responsibilities under the growing body of environmental law. Federal hiring will be much slower in the future. State and local public employment of EPC specialists, on the other hand, seems to be entering a period of rapid expansion, with private industry close behind.

"The private sector has apparently chosen to favor a capital intensive, rather than labor intensive policy, at least for the near term," the report says. "This would suggest a relative concentration of environmental employment in those firms which produce capital equipment or provide consulting services, primarily the manufacturing and services industries."

In percentage terms, EPC employment growth is expected to be fastest in the States, followed by the cities and private industry (so far as the latter could be estimated).

State Growth Seen Fastest

The study was done at a time when aerospace employment was sinking and many aerospace technicians and professionals were finding it difficult to switch to new fields. Addressing itself to this development, the report concludes:

"It would appear, from the results of this survey, that the outlook for 1973–75 EPC employment of professional and technical manpower is relatively bright in terms of percent increase over the 1972 base, with the exception of the Federal Government. However, in terms of the actual numbers of net growth positions expected to become available in that time period, the EPC fields do not appear to represent sufficient demands to solve problems connected with current aerospace unemployment." □

Book Reviews

Perpetuating Stereotypes

The Executive Suite—Feminine Style

by Edith M. Lynch

AMACOM, Division of American Management Association, New York, 1973. 258 pages, $10.50.

At first glance, the cover of Edith M. Lynch's book, *The Executive Suite—Feminine Style*, complete with red rose, seemed irrelevant to me. I see managers and executives as people with differing capabilities expressed in many styles, not automatically sex-linked. The fact that most decisionmakers are men does not, to me, nullify this view; it merely demonstrates the existence of sex discrimination.

The stated purposes of Ms. Lynch's book are ". . . to remind male managers that women can do any management job," and to provide "examples of the fine women discussed who will give these men the courage to fill the next vacancies of their executive staffs with women."

In my experience, I've found few men (or women, for that matter) who care to be reminded of things they may not agree with or wish to examine. Further, few cotton to the idea of "being given courage." Most men see themselves as already having it. If they need more, either they don't talk about it or they seek men, not women, as resources.

A third purpose is stated: "The success stories in this book are included to make the crossover easier for the next group of aspiring women executives." Attempting to address both decisionmaking male managers and aspiring young women "hopefuls" often leads to confusion as to which audience is being addressed. Clarity would have been better served by selecting a single audience.

The main content of the book is based on a survey of 95 high-achieving women who hold a variety of executive, managerial, professional, and community positions—some line, some staff. While many of these women function in executive suites, not all do. A definition of "executive" would have been a good starting place for author and reader to arrive at a common understanding of terms.

I am becoming somewhat jaundiced about the use of surveys of achieving women. There is, of course, validity in having these women speak for themselves. Too often, however, data are elicited from them and then presented in ways that perpetuate, rather than break through, the stereotypes.

That is what happened here. In her survey, which Ms. Lynch appropriately included, almost all the questions about on-the-job factors requested responses to stereotypes. For example, one item asks for "comment on the fact or fiction of women's weeping." Another asks, "Do you feel that women are too emotional to hold executive jobs? If so, please comment in detail." Period. Omitted was, "If not, please comment in detail." These obviously biased questions ask the respondents either to put themselves down, or to make themselves exceptions, and thus put down other women. Many respondents didn't bite.

One gets the feeling that every woman's achievement is exceptional ("their capabilities would scare you") and must be followed by validation such as "a proud mother, too, she leads a full life." Worse, the author often adds male praise as if this certifies the woman's credibility. The effect is, "See, I told you so. Even a *man* recognizes this woman's capabilities."

Ms. Lynch is so busy cheerily trying to disprove the stereotypes that she never gets past them. Thus, indirectly, she gives a certain covert assent to their power. Her obviously competent women come off as vaguely incompetent, sometimes inane.

When "young hopefuls" are addressed, the author gently admonishes them about what they must do to gain acceptance of male managers. She fails to realize that withholding acceptance is among the most common forms of power plays. She thus holds women responsible not only for their own behavior but for that of male managers as well. It's called "blame the victim."

Sprinkled throughout the book is the stereotypic put-down of the women's movement, such women all "crying and yelling for their rights" without being prepared to perform. Ms. Lynch implies that if they would just be quiet and get to work, they would get somewhere. Discounted are the very women who are active in bringing about the economic, legal, and social pressures necessary to change discriminatory practices in employment and most other facets of American life.

For example, the accomplishments of the National Organization for Women (NOW) are included in the appendix without reference in the text, although the organization has been in the forefront of social change during the past 7 years.

Aileen Hernandez, past president of NOW, and chairone of its board at the time of the survey, a black, was included in the survey. Her credibility was supposedly retrieved, however, when "many men with foresight recognized Mrs. Hernandez's talents early in the game . . . she's smart." And her femininity was established by being "known for her hats as well as her ability." No mention was made of the "double whammy" she and other black women experience.

Clearly, Ms. Lynch does not understand the economics of change. Given today's realities, women will get into executive positions by being extra qualified and expert strategists. Men executives will put them there in numbers if it affects the bottom line or hits the executive wallet. Only a few will do it because it's right to use good people in such positions. Ms. Lynch attempts hopeful persuasion; she achieves defensive wheedling.

I must admit to three biases as I approached this review. I see the American Management Association as having an investment in the status quo, given the audience it serves. I did not expect to find a pro-woman position, only a pro-woman's role ideology. This would allow AMA to point to women executives as "nonthreatening" to men executives ("See what nice ladies they are!"). I did not expect to find minority women presented or discussed. By omission this would allow AMA to dismiss racism by burying it in "women's issues," thus keeping it relatively nonthreatening. And I did not expect to find pro-feminist views, only an "anti-women's-lib" stance, preferably written by a female. This would give AMA a platform for putting down vocal, active women who are bringing about real, not token, change. I regret to say my expectations were more than amply met.

Theodora Wells

Theodora Wells has her own consulting firm, specializing in affirmative action for women, and is co-author of *Breakthrough: Women Into Management*.

☆U.S. Government Printing Office: 1974—543-617/7

Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing the Inquiry Division, Manpower Administration, U.S. Department of Labor, Room 10007, 6th. and D St. NW. Washington, D.C. 20213. Requests for free publications of the Bureau of Labor Statistics should be sent directly to the Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212. Requests for publications from other organizations should be sent directly to the source specified in the listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

Unemployment Insurance: State Laws and Experience

Manpower Administration publication furnishes graphic presentation of statutory provisions of State unemployment insurance laws and some of the pertinent experience under those provisions. Includes information on coverage, qualifying requirements, benefit amount, benefit duration, disqualifications, and tax rates and reserves. Information is portrayed in maps, presenting data for all 50 States, the District of Columbia, and Puerto Rico. The recommended program objective is stated in relation to data shown on a particular chart. Some text is included to help explain and clarify the general area of the program portrayed by each map. Statutory provisions are those in effect as of January 1972. Experience data relate in most cases to calendar year 1971.

Manpower Research and Development Projects, 1973 Edition

Third annual Manpower Administration 330-page catalog of research and development projects covering wide range of subjects. More than half of the 666 projects are grouped by subject matter. Also gives guidelines for submission of research and development proposals.

Rehabilitation Research Foundation Publications

List of publications available from the sponsor of the Experimental Manpower Laboratory for Corrections (formerly located at Draper Correctional Center, Elmore, Ala.), which is primarily supported by Manpower Administration research and development funds. The nine-page list includes publications under such headings as: Experimental Manpower Laboratory study findings, behavior modification, educational technology, counseling and education, individualized instruction, contingency management, and measurement and evaluation. Free from Rehabilitation Research Foundation, P.O. Box 3587, Montgomery, Ala. 36109.

Indexes of Output Per Man-Hour—Selected Industries, 1973 Edition

Bureau of Labor Statistics bulletin updates industry indexes of output per man-hour and output per employee for the industries currently included in the U.S. Government's productivity measurement program. Data cover the year 1939 and each year from 1947 to 1972. Indexes for the steel foundries and ready-mixed concrete industries are included for the first time. Specify BLS Bulletin 1780. $1.80.

Occupational Injuries and Illnesses by Industry

Bureau of Labor Statistics bulletin presents data based on employers' records of cases of work-related injuries and illnesses which resulted in death, illness, or injury other than minor first-aid or which involved actual loss of time from work. Data were collected under the Williams-Steiger Occupational Safety and Health Act of 1970 for period July 1 through December 31, 1971, but incidence rates reflect relative level of injuries and illnesses for all of 1971. Specify BLS Bulletin 1798. 65 cents.

Manpower Impact of Federal Government Programs: Selected Grants-in-Aid to State and Local Governments

Presents results of initial research performed on the manpower impact of selected Federal grants and also summarizes the status of an existing study in the Bureau of Labor Statistics on the manpower impact of other types of expenditures. Specify BLS Report 424.

Productivity: A Selected Annotated Bibliography 1965–71

Bureau of Labor Statistics bibliography, intended to facilitate the study of productivity, covers a large selection of books and articles published between 1965 and 1971. Provides annotated references for nearly 800 publications dealing with concepts and methods, measurement of levels and trends, sources of productivity change (such as technology and economic growth), and relation of productivity to the economy as a whole and to economic variables such as wages and prices. Specify BLS Bulletin 1776. $1.25.

Pretesting Orientation (Spanish)

Two Manpower Administration booklets especially helpful to State employment service offices. One booklet tells applicants why they are being tested and what will be done with test results, and provides practical hints on test-taking. It uses illustrations and requires practically no reading ability. The second booklet, keyed to the illustrated booklet, is a guide for persons administering the test. Both booklets can be used with individuals or groups and modified to local conditions.

Illustraciones Para Orientacion Previa a la Prueba (illustrated booklet), Catalog No. L.34.8:OR4/2/Spanish/1973, 70 cents.

Manual Para Orientacion Previa a la Prueba (instructor's guide), Catalog No. L.34.8:OR4/Spanish/1973, 30 cents.

Occupational Choices of High School Sophomores and Juniors, Compared With Seniors

A detailed report of results of two surveys by Purdue University of career and occupational choices—one of more than 7,000 high school sophomores and juniors, and one of nearly 2,800 seniors—in an eight-county area of Indiana. It is hoped that this report will help to develop a better understanding of the magnitude of the career choice transition that occurs rather suddenly when students become seniors. Data argue for better (factual, realistic, practical) career information, counseling, and planning from elementary grades through high school. Available from Office of Manpower Studies, School of Technology, Purdue University SCA-A, West Lafayette, Ind. 47907. Specify Manpower Report 73–5.

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Government at all levels has an important role to play in controlling pollution. And that means cities, States, and the Federal Government will need more environmental pollution control technicians and professionals. A study of the expected growth in these positions is reviewed in *Pollution Control and Public Jobs* in this issue of MANPOWER.